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FIFTH COUNTRY PROGRAMME FOR HAITI*

Programme period	Estimated resources	$
1992-1996	IPF	43,988,000
	Cost-sharing	20,000,000
	Total	63,988,000

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* The fifth country programme for Haiti was prepared before the Governing Council adopted decision 95/23 on future arrangements with respect to programming.

I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGY

A. Current socio-economic situation

1. During the three decades of the dictatorial regime of 1957-1986 and the three years of the recent political crisis following the military coup of September 1991, Haiti's socio-economic situation deteriorated steadily. Thus, between 1991 and 1994, real per capita income fell from $370 to $250. This, combined with the marked inequality of income, has brought it about that today 73 per cent of the 6.9 million Haitians who share the country's 27,800 km^2 live below the poverty line. According to the 1994 Report on Human Development, Haiti has a human development index of 0.354, making it 137th out of 173 countries (classification based on 1992 data). This low level of human development reflects, in addition to the low per capita income, a low level of school attendance (50 per cent), a high rate of illiteracy (about 50 per cent) and health conditions comparable to those of the least-developed countries of sub-Saharan Africa, with a child mortality rate of 87 per thousand and a life expectancy at birth of 55 years.

2. Demographic growth (2 per cent) has increased the pressure on infrastructures, aggravating community health and environmental problems. It is estimated that erosion carries away the equivalent of 6000 hectares of land a year, that the amount of arable land is decreasing at an annual rate of 3 per cent because of inappropriate land use practices and that the use of wood as the chief source of energy causes the disappearance of 3000 tons of wood per month.

3. The crisis of the 1991-1994 period weakened political institutions and the State apparatus. The legislative power is at present non-existent, the judicial system and the executive power lack the basic equipment and human resources to provide the population with the needed services. The capacity of the central administration and those of the local communities to promote and manage the country's development are equally affected. Thus real gross domestic product (GDP) probably fell by about 30 per cent during this period. At the end of the 1993-1994 fiscal year, the amount of the Government's unpaid interest on its foreign debt was estimated at $121.5 million and on its internal debt at about 160 million gourdes. The budget deficit represented 4.7 per cent of GDP in 1994 and the rate of inflation was estimated at 52 per cent. As a result, the national currency, the gourde, of which the rate of exchange with the United States dollar had been stabilized at five gourdes to the dollar for sixty years, has depreciated by about 150 per cent since 1989. The performance of public enterprises and the condition of infrastructures and other public services remain equally deplorable.

4. The private sector shrank dramatically under the weight of the embargo imposed by the international community after the coup of September 1991; some subcontracting enterprises closed their doors and others left the country, causing a steep drop in exports and the loss of about 100,000 jobs. According to the World Bank, the industrial sector had lost 71 per cent of its export jobs and 39 per cent of its domestic industrial jobs by the end of 1992. It should be pointed out, however, that the statistics available for Haiti are of only indicative value.

5. Haiti is now on the road to the restoration of democracy. The constitutional Government resulting from the elections of December 1990, which was in power for only seven months because of the military coup, has just been restored. Elections very important for the future of the country will take place in 1995 (local and municipal parliamentary elections in June and July

and presidential elections at the end of the year) which should establish a new institutional and political framework.

B. National development objectives and strategies

6. In its General Policy Statement, the Government laid down the following development objectives: (a) at the institutional level, to promote the decentralization of State services and local financial and administrative autonomy in the decentralization process advocated by the Constitution; (b) at the economic level, to establish a macro-economic framework favourable to the resumption of business in a market open to competition and to ensure the creation of remunerative employment, a reduction of the cost of living and the stabilization of the national currency; and (c) at the social level, to give a greater number of citizens access to basic community services such as health, clean water and sanitation, and to reduce malnutrition and food deficiencies.

7. In order to achieve these objectives, the Government's action will consist of two components: an emergency component and a medium-term component. The first will make it possible to meet the population's most immediate needs and the second will be directed towards creating or strengthening the economic, administrative and political structures enough to make medium-term development possible. The Government intends to pursue its economic development objectives in partnership with the private sector, the non-governmental organizations (NGOs) and civil society, and with the financial and technical help, at least in the short term, of foreign partners.

8. Immediately after its return to power in October 1994, the constitutional Government presented a coherent programme of economic and social reconstruction. This programme, known as the Emergency Economic Recovery Programme (EERP/PURE), was given the massive support of the international community at the meeting of the Advisory Group in Paris on 30 and 31 January 1995. The Government and the international community reaffirmed their adherence to the EERP/PURE at the follow-up meeting of the Advisory Group at Port-au-Prince on 11 and 12 May. The EERP extends over the 18-month period following the return of the constitutional Government and its main objective is to restore basic social services and establish the environment and conditions needed for sustainable development.

II. EXTERNAL COOPERATION

A. Role of external cooperation

9. Up to 1991, Haiti received a considerable volume of development aid. However, following the coup d'etat of 30 September 1991, the aid was broken off, except for the financing of various humanitarian activities. A report of the United States Agency for International Development (USAID) sets the amount of humanitarian aid at about $65 million for 1992. The amounts for 1993 and 1994 rose to about $110 million and $112 million respectively. The United States was the main donor, with 66.09 per cent of the aid. Then came the European Union (13.31 per cent), the United Nations system (13.30 per cent), Canada (4.17 per cent) and France (1.92 per cent).

10. After the return to power of the constitutional Government and the lifting of the embargo, development aid resumed; thus, the operating budget for 1994-1995, which amounts to 3454 million gourdes, will be 45 per cent financed from foreign sources. The Government has just paid the back-interest owed to international financial institutions; this will enable Haiti to

receive aid from these institutions again. The most important task the international community has set itself is (a) to support the constitutional Government in restoring its authority in Haiti by helping it to initiate the political and administrative reforms needed to consolidate the democratic process and to establish equitable and effective political power, and (b) to help finance national reconstruction. Thus, the international community undertook to provide financial support to Haiti amounting to about $1200 million following the Paris meeting of the Advisory Group.

11. It should also be noted that the United Nations Secretary-General appointed a special resident representative in Haiti and that the General Assembly sent a mission to Haiti (the United Nations Mission in Haiti--MINUHA) to take over from the multinational force then under the auspices of the United States. The objective of the special representative and MINUHA is to strengthen the peace and democratization process while ensuring the progress of national reconstruction.

12. It must be noted that in the past development aid has had little impact on the hoped-for improvement of living conditions in Haiti. In the past the projects did not give enough emphasis to the strengthening of national capacities, giving priority instead to budgetary support. Realization of this has led the Government and donors to undertake an in-depth review of the objectives and modalities of technical cooperation.

B. Aid Coordination

13. The functions of aid planning and coordination have been assigned by the Government to the Ministry of Planning and Foreign Cooperation. Among its responsibilities are: (a) coordination of the planning activities of the Ministries and other State agencies; (b) the allocation of resources to the projects; (c) supervision and evaluation of the projects and programmes; (d) integration of the contributions of foreign cooperation into national planning and its coordination. The Ministry is the official counterpart of the international cooperation agencies, including technical assistance, and is responsible for coordinating the activities of NGOs. UNDP is now providing assistance to the Ministry, the Ministry of Finance and the Office of the Prime Minister in order to strengthen the technical capacities of the Government in mobilizing and coordinating the resources of the international community.

14. With respect to themes important for the sustainable human development of Haiti, UNDP in particular and the inter-agency coordination system for which the resident Coordinator is responsible are expected to carry out the task of facilitating and catalyzing the Haitian Government's development aid coordination efforts. In addition, UNDP has an important role within the Advisory Group, and has been designated as facilitator for the management, public administration strengthening and decentralizing sub-sector.

15. Because of the volume of humanitarian aid received during the crisis and the weakness of the then national authorities, UNDP had to coordinate the international aid in the field. The crisis also led to the establishment of coordination machinery by the international community; thus sectoral, inter-agency and intersectoral committees have been established and meet regularly. In addition, apart from the Advisory Group for Haiti, a contact group was established to mobilize and monitor the development of the international community's support for Haiti. The contact group for Haiti meets in Washington and Port-au-Prince.

III. THE COUNTRY PROGRAMME

A. Assessment of the current programme

16. Because of the political context at the time, the fourth programme for Haiti was initially approved for a three-year period (1987-1989). At the request of the Government, that programme was extended for two years, to 31 December 1991. The advisory note for the fifth programme was in preparation when the coup d'etat of September 1991 took place, but was never finalized, because of the events that followed. It was therefore necessary to extend the fourth programme, as a matter of exception, for an additional year. Because of the persisting crisis, the Governing Council authorized the Director to approve new projects on a case-by-case basis until the crisis was resolved.

17. During the fourth programme, UNDP played a central role in the organization of the first democratic elections held in Haiti in 1990. UNDP assistance experienced difficulties between 1991 and 1994 because of the crisis. However, UNDP maintained a permanent dialogue with the constitutional Government established by the elections of 1990 through the presidential commission at Port-au-Prince and the government in exile in Washington. UNDP also assisted the constitutional Government in preparing the socio-economic strategies to be implemented on its return to power.

18. In spite of the difficulties encountered, the assistance provided by UNDP had some real results. It may be noted, for example, that after ten years of field work assisted by UNDP's of Development Support and Management Division, the almost complete knowledge of the country's water resources acquired enabled the national authorities to become aware of the need for coordination at the highest level and the planning of priorities for both the provision of safe water and irrigation. The support of UNDP and the United Nations Capital Development Fund in those two fields was strengthened throughout the fourth programme and led to the definition of a framework of action for bilateral and multilateral aid and the development of a methodology for the participative management of small irrigated areas (rehabilitation-information dissemination-credit). In the field of employment, UNDP assistance encouraged the expansion of producers in the non-structured private sector; the training of rural artisans in the production of inputs and the finishing of agricultural products, and mass savings and credit through the support given the organization and consolidation of cooperatives throughout the country.

19. After September 1991 and throughout the period of the crisis, UNDP's activities, pursuant to the General Assembly's directives, were directed towards emergency aid and humanitarian assistance. In order to prevent the complete collapse of the productive system, and in conformity with those directives, rural community support activities were initiated. Those activities made possible progress in the rehabilitation of small irrigated areas, the renovation of catchment areas, fish breeding, the extension of credit and seed distribution. Results were also achieved in supplying safe water to disadvantaged populations, malaria prevention and the training of midwives, improving the access of artisans to supply and marketing networks, and the coordination of environmental activities.

20. Also to be noted are the preparation by UNDP and the United Nations agencies of the United Nations/OAS Plan of Integrated Humanitarian Action in March 1993, and, in cooperation with the United Nations Department of Humanitarian Affairs, the Emergency Poverty Alleviation Programme: Between Humanitarian Assistance and Reconstruction Programme, in November 1994, and the institutional support given the constitutional Government in exile. As

the coordinator of the United Nations system in Haiti, UNDP coordinated all humanitarian aid activities during the period of the embargo.

21. UNDP initiated and led a joint mission for the preparation of the Emergency Economic Recovery Programme in October 1993. That effort, which involved several donors, again enabled UNDP to demonstrate its coordinating role. The EERP/PURE was updated with UNDP participation in November 1994 in order to adapt its contents to the new situation, and served as the basic document for the meeting of the Advisory Group in Paris in January 1995.

22. Although the UNDP office in Haiti gives maximum encouragement to the national execution and implementation of projects, since the coup d'etat of 1991 UNDP -- and the international community in general -- have transmitted their assistance through the NGOs. This temporary means of project implementation has made it possible to mitigate the effects of the State's absence with relatively satisfactory results and to become better acquainted with the NGOs for the purposes of more effective partnership. With the return of the constitutional Government and the restoration of State institutions, cooperation with the NGOs will continue within the normal framework of UNDP-Government partnership, and the experience acquired in the past should then prove particularly useful in reaching the most disadvantaged and vulnerable populations.

B. Proposals for UNDP cooperation

1. Preparatory phase

23. In view of the special situation prevailing in Haiti during the first three years of the fifth programme cycle, it was not possible to prepare the fifth programme for Haiti in the usual way. The negotiations with the constitutional Government, some of whose members were in Washington and others in Port-au-Prince, were carried out as best they could be.

24. The preparation of the programme benefited from the information accumulated during the various meetings of Haiti's development partners (August 19944, January 1995, May 1995) as well as during the preparation of the United Nations/OAU Integrated Plan of Humanitarian Action, the Emergency Poverty Alleviation Programme and the Emergency Economic Recovery Plan.

25. The fifth programme is integrated with the EERP/PURE and the Appeal, and reflects a real partnership between the Government, civil society, the United Nations specialized agencies and UNDP with regard to technical cooperation in the period from January 1995 to December 1996. In order to enable UNDP to contribute meaningfully to the reconstruction programme for Haiti, the Governing Council decided, as a matter of exception, to restore the indicated planning figure (IPF) for Haiti to its initial level. This decision entails a gain of $11.3 million, half of which will only be available for programming in the third quarter of 1995.

2. Proposed programme strategy

Objective envisaged

26. The principal objective of the fifth programme is the rapid initiation of a process making possible gradual transition from an emergency situation to the establishment of conditions favourable to the consolidation of the democratic process and leading to sustainable human development through the strengthening and creation of national capacities.

Programme strategy

27. In the context of the development strategy defined by the Government and UNDP's mandate to promote sustainable human development, the programme strategy has been defined so as to take advantage of UNDP's comparative advantages in Haiti. These advantages are a result of the neutral character of the organization, its continued presence in Haiti, the Government's confidence in it, its role as the coordinator of the operational system of the United Nations, the good relations it maintains with the other donors in the field, the flexibility of its procedures and the experience acquired in other countries with problems similar to those of Haiti. It is on the basis of these comparative advantages that the functional orientation of UNDP's partnership in Haiti has been structured along three lines:

(a) Support for the encouragement of a national consensus and the preparation of policies of reform and legality, which is to say support of the efforts of the Government, civil society and the international community to ensure that Haiti's development is based on healthy and solid foundations;

(b) Support for the formulation of national programmes, the mobilization of resources for those programmes and assistance in the implementation of key components of those programmes. The massive aid promised by the international community should in fact be channeled through well-structured programmes and resources should be mobilized for the most vital programmes. UNDP will also make use of its experience to further the implementation of key components of the national programmes;

c) Assisting in the coordination of the various actors involved in the implementation at the local level of all sustainable human development projects. It is in fact necessary to ensure that the activities of the various actors in the regions and localities of Haiti contribute synergistically to sustainable human development.

3. Proposed areas for UNDP cooperation

28. UNDP will implement the strategy outlined above in the three areas of concentration selected for its partnership with Haiti in the fifth programme. The areas of concentration are: a) the strengthening of democracy and development management capacity; b) economic growth and alleviation of poverty; and c) environmental conservation and recovery.

a) The strengthening of democracy and development management capacity: governance

National programme objectives requiring UNDP cooperation

29. The establishment of a governmental structure, or more generally, of a state able to regulate its social and economic life and to assume the governance of development activities is now universally accepted as a prerequisite to sustainable human development. Strengthening development management capacity and governance is necessary both at the macro (State) level and at the micro (community, specific institutions) level.

30. The Republic of Haiti is keenly aware of this imperative of social and economic progress. It intends to give UNDP a major role in this endeavour, in view of its strengths and relative advantages in these areas. UNDP cooperation in strengthening democracy and development management capacity will thus be aimed at supporting the Government's effort to reorganize and

strengthen the political, economic and administrative structure, so as to lay the foundations for sustainable human development.

Proposed UNDP cooperation

31. Owing to its central mandate, UNDP is to play a major role in the execution of activities undertaken to strengthen democracy and development management capacity within the framework of EERP/PURE. UNDP cooperation in this essential area will be carried out as described in the following paragraphs.

Strengthening of the institutions participating in the democratization process

32. Technical and institutional cooperation with the Parliament in order to speed up legislative work and meet the most pressing needs, such as preparing the citizenry for the forthcoming elections, by means of a civic education programme; supplying technical cooperation for judiciary and penitentiary reforms; and helping restore the independence of the mass media.

Support for Decentralization

33. Special attention will be given to devising policies and laws governing decentralization and administrative deconcentration, improving the organizational, fiscal and institutional frameworks in the area of development, so as to harmonize governmental activities at the central and local levels, and strengthening municipalities and non-governmental organizations.

Consolidation of public administration and support of the national reconstruction programme

34. UNDP will provide the funds to establish a reference framework for governance programmes, a follow-up mechanism and a programme implementation unit, as well as financing for management projects in the public sector and for the improvement of working conditions. It should be noted that UNDP is currently helping the Government set up a programme and project planning unit. While massive external aid will temporarily alleviate the national budget deficit, it will be necessary for the Haitian State to rapidly generate the internal resources which will enable it to manage and guide an irreversible process of modernization of its Government institutions. For that purpose, UNDP will provide assistance to improve fiscal administration (with special emphasis on improving customs administration), strengthen the domestic institutions in charge of macro-economic policy, and launch in-depth public administration reforms. A study of absorptive capacities prepared by UNDP provides a detailed analysis of the issues to be resolved in accordance with that objective.

Anticipated results and impact of proposed cooperation

35. UNDP cooperation will help strengthen the democratization process currently under way and will provide technical and human resources capabilities to the Government in order to enable it to mobilize and generate the financial resources necessary to fulfill its national reconstruction obligations. A redistribution of functions and responsibilities among the central Government and the local authorities will be implemented and will help restore to the State the task of setting standards and providing stimulus and enable the public sector to achieve better results in the execution of the EERP.

Complementary Assistance

36. Substantial assistance has already been pledged by Haiti's partners, primarily by the United States Agency for International Development, Canada, the European Union and the International Development Bank (IDB). The United Nations Mission in Haiti (UNIMIH) and the United Nations/Organization of American States Civilian Mission in Haiti (MICIVIH), the will also provide assistance in the strengthening of democracy, primarily through the creation of a national police force and the professional upgrading of the army and by promoting and protecting human rights. Activities will mostly be aimed at supporting reforms and strengthening the democratic process in civil society by bolstering local governments, in this instance the municipalities, and by restoring the municipal infrastructures.

b) Economic growth and the poverty alleviation

National development objectives requiring UNDP cooperation

37. National objectives in this area focus on expanding access to basic social services for the disadvantaged sectors of the population, revitalizing the private sector, and increasing the participation of disadvantaged groups in economic growth and self-generated development. The objective is to extend social protection to the most vulnerable categories of the population.

Proposed cooperation

38. UNDP cooperation in the area of economic growth and poverty alleviation has a twofold objective: a) to raise income through increased agricultural productivity and the creation of jobs in rural, urban and peri-urban zones for the most disadvantaged level of society, and b) to make accessible to a greater number of people such basic public services as health care, education, safe water supply and sanitation.

Increased income

39. UNDP cooperation will help increase the productivity of farmers by providing institutional assistance to the Ministry of Agriculture in drawing up analyses and short- and medium-term action plans for that sector, and by supporting interactive research, promotion and training intended, on the one hand, to promote technological packages adapted to the needs of farmers and livestock breeders, and on the other, to conduct research on shrubs and plants suitable for cattle feed in order to revive pig-farming and cattle raising. UNDP cooperation will also include programmes for granting credit access, for production development activities under a system of multi-purpose cooperatives, and for the integration of women into the country's economic life. The mobilization of aid from other sources, initiated with success in the course of the preceding cycle in support of cooperative operations, and its expansion to the national level, will be actively pursued. UNDP activities will also benefit road repair, road network expansion and other infrastructures, and will assist in the development of the tourist sector by preparing a master plan for tourism and for technical cooperation and financial assistance to small tourist enterprises, to be submitted to donors. Lastly, UNDP will fund a programme for the restoration of the cultural heritage.

Basic Services

40. UNDP will give priority to activities in support of the Government's functional literacy programme, first by preparing literacy programmes and then by training instructors and preparing literacy investment plans to be submitted to other donors. These activities will be complemented by supporting basic education through the strengthening of the Ministry of Education and the rehabilitation of several primary schools. UNDP's objective, in consultation with the Government and other donors, will be to select the priority actions to be undertaken in the area of sanitation, within the framework of the Decade for Safe Water Supply and Sanitation and in accordance with its urban and land management programme. Safe water supply projects will continue to be carried out in the most destitute rural and urban zones. Under the partnership with the Pan American Health Organization (PAHO)/World Health Organization (WHO) for the fight against AIDS, UNDP will make every effort to help in gathering data about the social and economic impact of the epidemic in Haiti, and with the support of the United Nations Volunteer Programme (UNV), to devise a solution to that problem and minimize its impact.

Results and impact expected from the proposed cooperation

41. The results expected from UNDP assistance are: the strengthening of the Ministry of Agriculture at the institutional level; the creation of an informal sector capable of creating jobs and compensating in the short term for the weaknesses of the structured sector; increased access to safe water, especially for the most disadvantaged groups; and the establishment of national policies aimed at reducing the social and economic impact of AIDS. UNDP assistance will likewise help to raise agricultural productivity, thereby improving farmers' nutrition and increasing their income. With respect to literacy, a basis will be established for the dissemination of extra-curricular educational programmes, including technical training. UNDP cooperation will also enable the national authorities to have a better grasp of the problems of the productive sectors (especially those of the energy sector), and to take the appropriate steps to develop those sectors. In the tourist sector, the Government will have at its disposal a national master plan which will assist it in developing tourism and turning Haiti into one of the major tourist destinations in the Caribbean.

Complementary Assistance

42. UNDP cooperation will be complemented by: the agricultural programmes of the Food and Agricultural Organization (FAO); school grant programmes for literacy and education funded by the United States Agency for International Development (USAID), the Canadian International Development Agency (CIDA), the United Nations Children's Fund (UNICEF), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Bank, among others; programmes funded by WHO/PAHO, the World Food Programme (WFP) and the United Nations Fund for Population Activities (UNFPA) and UNICEF in the areas of safe water supply, health care and sanitation; programmes funded by WHO/PAHO, UNICEF and the Rotary Club in the area of nutrition; programmes sponsored by USAID, the International Development Bank (IDB), the World Bank and the European Union and others for the creation of jobs.

c. Environmental conservation and restoration

National programme objectives requiring UNDP cooperation

43. Ensuring sustainable human development entails attending to the critical need to restore and conserve the natural resource basis, raising the long-term productivity of sectors linked to those natural resources while protecting the environment locally and globally, but without impeding the essential economic growth which is the motor of development. Environmental degradation in Haiti has reached such a level that it requires the urgent formulation of appropriate policies and strategies, as well as the mobilization of considerable domestic and international resources for their implementation, if a catastrophe that could spill over its national boundaries is to be averted. As a result of the Government's awareness of these problems, a new Ministry specifically entrusted with environmental affairs was created in November 1994.

Proposed cooperation

44. UNDP's key role with respect to capacity strengthening was confirmed and strengthened by the United Nations Conference on Environment and Development (UNCED) and the agreements entered into during that conference (Agenda 21). UNDP's cooperation in this high priority field is therefore particularly appropriate.

45. UNDP will provide technical cooperation in the preparation of the National Action Plan for the Environment and will assist in (a) strengthening the technical and institutional structures (governmental, non-governmental, private and environmental group) working in the environmental field in Haiti; (b) mobilizing resources for activities aimed at preserving the environment; and (c) immediately implementing micro-projects intended to prevent erosion and to protect the environment at the local level.

46. The technical support UNDP is now providing through two projects -- the Environmental Coordination and Follow-up Unit and the National Forestry Programme of Action -- should be enlarged so as to permit the initiation and then implementation of the National Plan of Action for the Environment and in particular the protection of the environment in the areas most exposed to natural disasters. It should be noted that, as mentioned above, the theme of the environment is trans-sectoral and is taken into account directly or indirectly in all the projects, including the rural development projects.

Expected results and effects

47. UNDP cooperation will make possible the preparation and implementation of a set of guidelines called the National Plan of Action for the Environment, a specific programme for the forestry sub-sector, accompanied by profiles of investment projects and the strengthening of partnership ties with community organizations, NGOs and the private sector during the implementation of micro-projects.

Supplementary cooperation

48. USAID assistance is significant with respect to the protection of Pic Macaya and the encouragement of conservationist practices in peasant agriculture. Within the framework of the Appeal, three sectoral activities have been given priority, amounting to $4.7 million, and within the framework of EERP/PURE a total envelope of $4.5 million is projected over the medium and long term for various projects relating to institutional strengthening, the

implementation of the National Plan for the Environment and protection activities. UNDP support will be given in cooperation with the United Nations Capital Development Fund, FAO and the World Food Programme (International Fund for Agricultural Development). In addition, project profiles will be brought to the attention of the World Environment Fund. This field also offers opportunities for joint projects with the neighbouring Dominican Republic.

C. Cooperation outside main programme areas

49. In view of the scope of what must be undertaken within the framework of the areas of concentration and the themes of special interest, no provision is made at this stage for cooperation not related to one of the areas or themes selected by agreement.

D. Implementation and management arrangements

50. Responsibility for the management, monitoring and results of the proposed ccoperation programme rests primarily with the Haitian Government. National appropriation, conceived as mastery and operation of the programme, attainment of the objectives and the sustainability of the successes achieved, is systematic, and UNDP will ensure that this national appropriation actually takes place in all the components of the fifth programme. UNDP will give special support to the Government in managing, monitoring and assessing the impact of external cooperation as a whole.

51. UNDP will also continue to advise the Government and the national partners regarding the best use of its partnership and will ensure proper utilization of the funds in conformity with the delegation of authority by the Administrator to the local office. Among the instruments available to the parties in formulating, managing, monitoring and assessing the programmes and projects are: the programme and project assessment committee; the tripartite and multipartite reviews; the periodic or thematic evaluations; the annual reviews; the project indicators, and the audits. In view of the fact that the programme will be adopted late (because of the socio-economic crisis described above) it will not be the subject of a mid-term review.

52. The Government and UNDP will make every effort to promote the programme approach. A number of activities had to be initiated on a project basis in view of the urgency that prevailed and the absence of well-defined national programmes when the constitutional Government returned. As the urgency diminishes and the national programmes are established UNDP's assistance will be reorganized on a programme approach basis in order the maximize the effect of the international community's aid in Haiti.

53. National execution will be favoured, and where that is not possible UNDP will make every effort to establish the national capacities required. In the short term, it is expected that the execution of some compcnents of the programme will be assigned to the United Nations specialized agencies, which will be requested to carry out the formulation, monitoring and evaluation of projects within the framework of the new SAT 1 and SAT 2 arrangements.

54. Government agencies, NGOs, the private sector and community organizations will be called on for the implementation of the projects. In order to meet the need for urgency, UNDP will provide national execution services.

55. In addition, the following elements will be added to the implementation arrangements described above: the total mobilization of UNDP and the funds it administers, such as the Transfer of Knowledge Through Expatriate Nationals

(TOKTEN), South-South cooperation (Technical Cooperation Between Developing Countries), UNCDF, UNIFEM, the United Nations International Short-term Advisory Resources (UNISTAR), the UNDP regional programme for Latin America and the Caribbean and the necessary supplementation by organizations within the United Nations system (United Nations General Assembly resolution 47/199) and outside the United Nations whose fundamental importance has already been referred to.

E. Resource mobilization

56. IPF resources by themselves are not sufficient to meet all the technical cooperation needs of the proposed programme if its effects are to be real and sustainable. Resource mobilization will therefore be a primary concern. Two main tracks will be followed: (a) to make it possible for the IPF and UNDP to serve as a source of seed money for Haiti's immense needs, and (b) to enable the programme to attain the necessary critical mass by means of a national and international cost-sharing mobilization. Although some cost-sharing resources have already been mobilized, the exact extent of the resources to be made available is difficult to estimate.

IV. ACTION TO BE TAKEN BY THE GOVERNING COUNCIL

57. The Administrator recommends that the Governing Council approve the fifth programme for Haiti.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

	Dollars	Dollars
Carry-over from fourth cycle IPF	6 310 000	
Fifth-cycle IPF	37 678 000	
Subtotal IPF		43 988 000
Project cost-sharing (Government)	8 000 000	
Project cost-sharing (third party)	12 000 000	
Subtotal, cost-sharing		20 000 000
TOTAL		63 988 000

II. ALLOCATION OF RESOURCES (IPF + cost-sharing) BY PRIORITY AREA

	United States dollars			
Area of Priority Activity	IPF	Cost-Sharing	Total	Percentage of Total Resources
Strengthening of democracy and development management capacity	20 674 000	6 000 000	26 674 000	41.7
Economic growth and poverty alleviation	17 596 000	8 000 000	25 596 000	40.0
Environmental management and protection	5 178 000	6 000 000	11 718 000	18.3
TOTAL	43 988 000	20 000 000	63 988 000	100.0

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III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES

	United States dollars	
UNDP-administered funds		
Special Programme Resources	500 000	
UNCDF	4 522 000	
Subtotal		5 022 000

	United States dollars	
Other United Nations resources		
UNICEF	30 900 000	
WFP	25 000 000	
UNFPA	6 300 000	
IFAD	24 300 000	
TOTAL		91 522 000

Annex II

PROGRAMME MATRIX

	Priority area	Area of focus					
		Poverty alleviation	Development Management	Environment and natural resource management	TCDC	Transfer and adaptation of technology	WID
I.	STRENGTHENING OF DEMOCRATIZATION AND MANAGEMENT CAPACITY						
	Reform of democratic institutions		•		•		
	Decentralization and deconcentration	•	•	•			
	Strengthening public administration		•		•	•	
II.	ECONOMIC GROWTH AND						
	Poverty alleviation						
	Productivity and employment	•					•
	Basic services to the disadvantaged	•		•	•		•
III.	ENVIRONMENTAL MANAGEMENT AND PROTECTION	•	•	•		•	•

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